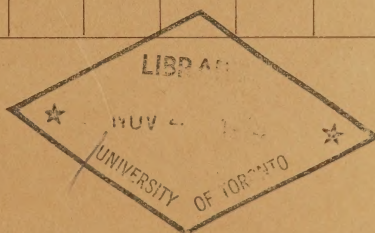


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ANALYSIS and DESIGN of PUBLIC PARTICIPATION PROGRAMME EVALUATION in ONTARIO



Ontario

Ministry of
Community and
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Office on
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Consultation

July, 1974

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[General publications]

[G-13]

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Office on Community Consultation,
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Office of Community Consultation
July 1974

P R E F A C E

Residents of Ontario Communities are becoming increasingly aware of the impact of both small and large scale planning activities. Whether these activities relate to the planning of a neighbourhood park or local traffic control, the establishment of a regional conservation area or a provincial transportation corridor, increased concern is being expressed about their overall effects on the nature and quality of community life. As a result, agencies with public planning responsibilities at the federal, provincial and municipal level are beginning to respond accordingly and are developing additional opportunities to involve a wider spectrum of the electorate in the planning process.

The following discussion paper was developed from a concern that many of these initiatives have been developed and implemented without a clearly defined conceptual framework of the public participation process and have lacked a model of analysis for evaluation. To begin, or perhaps further, the dialogue the following model is proposed.

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Office on Community Consultation
July 1974

ACKNOWLEDGEMENTS

We would like to acknowledge with thanks, the editorial assistance of Mr. David R. Cole, Director, Office on Community Consultation, and Dr. Francis J. Bregha, Faculty of Social Work, University of Toronto, for his comments and encouragement.

INTRODUCTION

One of the major difficulties in developing evaluation tools for public participation programmes is the complex and subjective nature of the process itself. However, notwithstanding the difficulties involved, there exists an increased need for documented empirical evidence as to the relative success of the application of the various participatory techniques and resource alternatives. Unfortunately, little attention has been given to the development of evaluative mechanisms, perhaps partly due to fear of negative evaluatory results or perhaps due mainly to the lack of model for analysis. What follows in this paper is a suggested model which might be applied or adapted. Following an outline of the evaluation process, the model is described in detail.

OUTLINE OF THE EVALUATION PROCESS

Evaluation
defined

Adapted from Tripodi, Fellin, and Epstein, (1971), evaluation is defined as the systematic accumulation of facts for providing information about the achievement of public participation programme requisites and goals relative to EFFORT, EFFECTIVENESS and EFFICIENCY. With this perspective in mind, comprehensive evaluation of public participation programmes would include an

analysis of:

- the total input (EFFORT)
- the total output (EFFECTIVENESS) and
- the cost benefit ratio (EFFICIENCY)

As with any evaluation, while there appears to be a number of possible valid methods, the following three are identified as being common to many research activities:

Approach
Outlined

- an approach based upon the relative achievements of concrete definable objectives (a goal approach)
- an approach based upon the extensive use of indicators (a systems approach)
- and an approach based upon the perception of the participants of the programme itself (a perceptions approach)

There are obvious deficiencies in each single approach. However, a combination of these three approaches is generally acknowledged to have advantages not fully realized when each is pursued on a separate or parallel basis.

Objectives
described

An objective can be considered as something toward which effort is directed; an aim or an end of action.

In order to evaluate objectives, they must be sufficiently specific and concrete to be measured.

Objectives must be set prior to determining what indicators are required for evaluation.

Indicators
described

One of the approaches which may be used to determine a comprehensive evaluative tool is the extensive use of indicators. Indicators are descriptive devices derived from social science research which enable classification, measurement, and analysis of behaviour, results and processes. By developing social indicators researchers attempt to make concrete, identifiable and visible that which in the field of social science is often clouded by abstract concepts and theory. Social indicators then, are simply tools which the social science theorist or practitioner develops in order to understand and communicate more fully the dynamics of a situation.

Participants
outlined

Turning to the question of who should be involved in the evaluation process, the following key individuals or groups may be identified:

- the participants or service users directly affected
- selected or interested groups acting as representatives of the community at large
- the administrators monitoring the programme
- the elected representatives responsible for final policy determination.

AN OVERVIEW

Having listed three different approaches to evaluation, it is now necessary to outline an overview

of the evaluation model. As stated previously, evaluation includes the systematic accumulation of facts for providing information about the achievement of public participation programme requisites and goals relative to EFFORT, EFFECTIVENESS and EFFICIENCY. Schematically, the evaluation process described to this point can be illustrated as in Fig: I. The Evaluation Approach.

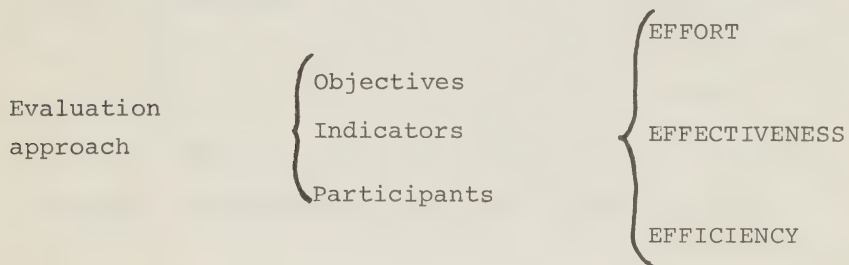


Fig: I. The Evaluation Approach

Programme EFFORT

This concept can be viewed as the type and quantity of activities considered necessary - regardless of output. It refers not only to staff time, activity, and commitment but also to the allocation and use of material resources - funds, space, equipment.

Public Participation Programme EFFORT should be able to be analyzed by the use of process and performance indicators. Further explanation of indicators is contained later in this section.

The quantitative, descriptive information of Programme EFFORT indicates how much staff and programme activity is being carried out. Obviously, this does not indicate how well the tasks are being accomplished, or whether the programme's overall goals are being attained. However, if there is little EFFORT invested in a programme, little can be accomplished. In short, Programme EFFORT is necessary for the achievement of programme goals. However, the evidence of programme activity is not sufficient to determine whether or not these goals have been reached. For that analysis, the concept of Programme EFFECTIVENESS needs to be examined.

Programme EFFECTIVENESS

This concept refers to the extent to which the goals and objectives of the Public Participation Programme have been achieved. It is an examination of the results or output of the programme with respect to original goals. It is an examination of the EFFORT with respect to what has been accomplished. An evaluation of EFFECTIVENESS would consider both desirable and undesirable unanticipated consequences of the programme EFFORT. It would also examine how well the tasks of the programme are being accomplished. Public Participation Programme EFFECTIVENESS, in addition to concrete objectives, should be able to be analyzed by the use of effectiveness and change indicators.

Programme EFFICIENCY

This concept refers to the ratio of EFFECTIVENESS to EFFORT in terms of such costs as money, time, personnel, convenience, and physical facilities. In other words, it could be the comparison of the extent to which goals and objectives of a programme have been achieved against the type and quantity of activities considered necessary for the accomplishment of those goals and objectives.

Alternative participatory techniques in terms of costs, must be considered. However, the assessment of EFFICIENCY need not be based entirely on financial considerations. Public Participation Programme EFFICIENCY might be a ratio of costs to benefits, or of input to output or of outside participant perceptions to government planner perceptions.

Lastly, EFFICIENCY may be measured by a comparison and contrast of Programme EFFECTIVENESS to EFFORT.

THE TOTAL EVALUATION

As described, the evaluation process is built upon the concepts of Programme EFFORT, EFFECTIVENESS and EFFICIENCY. Indicators, to facilitate classification, measurement and analysis of these three concepts, should be able to be developed.

More specifically, Performance and Process Indicators should be able to be developed for Programme EFFORT, while Effectiveness and Change Indicators should be able to be developed for Programme Effectiveness. Schematically, the total evaluation process would appear as in Fig: II. Breakdown of the Total Evaluation Process.



Fig. II. Breakdown of the Total Evaluation Process.

Description of Programme EFFORT Indicators

Performance
Indicators

Performance Indicators are descriptive devices which facilitate classification, measurement, and analysis of the activities of Programme EFFORT. Examples of Performance Indicators for the participatory technique of a public meeting could include the following:

- How many meetings were held
- What were their frequency and duration
- Where were the meetings held and
- How many people attended

Process Indicators are descriptive devices which facilitate classification, measurement, and analysis of the process involved in Programme EFFORT. Examples of Process Indicators might be based on the choice of the participation techniques and their probability of success according to the sophistication of the public. In other words, would a planning seminar rather than a public meeting have had a better chance of facilitating planner public inter-action with a sophisticated public.

Description of Programme EFFECTIVENESS Indicators

Effectiveness Indicators are descriptive devices which facilitate classification, measurement and analysis of the degree to which the programme is able to facilitate public involvement. One example of an Effectiveness Indicator might be Accessibility. Did every individual directly affected have the means of participating?

Change Indicators are descriptive devices which facilitate classification, measurement, and analysis of both the learning processes and the changed human action processes involved in Programme EFFECTIVENESS.

An example might be the increased skill of public participants in communicating and articulating concerns and issues.

DETAILED DESCRIPTION OF THE MODEL

Having determined the objectives of the programme, the approach to be used, and the participants to be involved in the evaluation process, more attention can be turned to the major factors of analysis,

- EFFORT
- EFFECTIVENESS
- and EFFICIENCY

These factors are explored in greater detail in the following section.

Public Participation Programme EFFORT (Input)

As outlined, Public Participation Programme EFFORT refers to the nature and extent of programme considered necessary for achieving stated programme goals. This might be accomplished by the use of performance and process indicators. Schematically, EFFORT might be illustrated as Fig: III. Performance and Process Indicators as related to nature and extent of Programme.



Fig. III. Performance and Process Indicators as related to nature and extent of Programme

Examples of the nature and extent of programme efforts with respect to public participation are numerous. Some of the most common of these would include:

- Distribution of Resource Material
- Use of the Mass Media
- Statistical Methods
- Communication through telephone conversations or letters
- Face to face encounters
- Public Meetings
- Citizen Advisory Groups
- Planning Seminars
- Task Forces
- Community Secretariat concepts
- Working Committees
- Boards

Performance Indicators

Performance Indicators for Programme EFFORT might include not only the number of occurrences of the above types of methods employed or to be employed, but also the means and extent of activity involved in each of the major public-planner methods. The following chart, Table I illustrates examples of some of the indicators that may be applied to each programme option.

Programme Options	Programme Effort	Performance Indicators
<input type="radio"/>	Distribution of Resource Materials	A. Types of Materials distributed B. Total Distribution of Materials C. Numbers of participants reached
<input type="radio"/>	Use of Mass Media	A. Types of Media used B. Frequency of use C. Numbers of participants reached
<input type="radio"/>	Statistical Methods	A. Methods used B. Frequency of use C. Numbers of participants reached
<input type="radio"/>	Telephone/ Letters	A. Methods employed B. Frequency of use C. Numbers of participants reached
<input type="radio"/>	Face to Face Encounters	A. Methods employed B. Frequency and duration of contact C. Numbers of participants reached
<input type="radio"/>	Public Meetings	A. Types of Forums held B. Frequency and duration C. Location and attendance
<input type="radio"/>	Citizen Advisory Groups	A. Number established B. Frequency and duration C. Numbers of participants involved
<input type="radio"/>	Planning Seminars	A. Number held B. Frequency and duration C. Number of participants involved
<input type="radio"/>	Task Force	A. Numbers established B. Frequency and duration of meetings C. Number of participants involved
<input type="radio"/>	Community Secretariat	A. Number established B. Location C. Resources available
<input type="radio"/>	Working Committee	A. Number and type established B. Frequency and duration of meetings C. Number of participants involved
<input type="radio"/>	Board	A. Number and type established B. Frequency and duration of meeting C. Number of participants involved

Table 1. Participatory Techniques and Illustrative Performance Indicators.

Process Indicators

Process Indicators for Programme EFFORT might also be based on the type of public-planner interaction method or technique employed as based on Bregha's four participatory categories of:

Information - feedback

Consultation

Joint Planning

Delegated Authority

These four participatory categories can be expanded to indicate different participatory techniques, illustrated in Table II. Participation Technique Continuum.

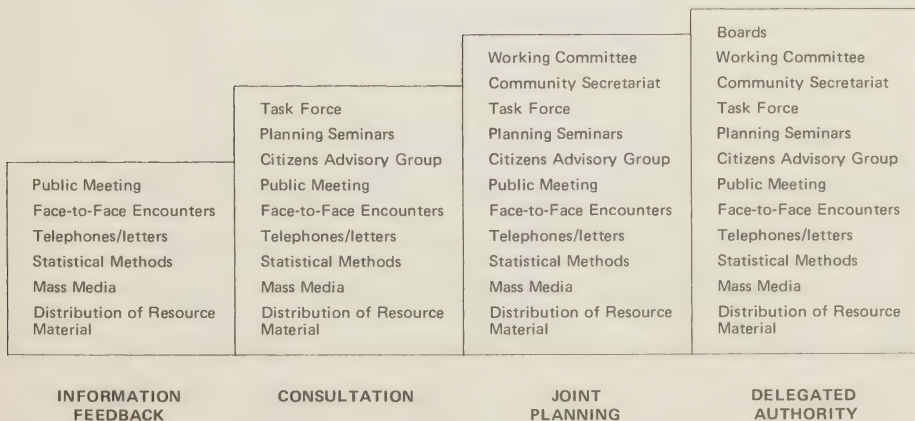


Table II. Participatory Technique Continuum

Process Indicators then could be based on the type of participatory technique chosen in relation to the social and political sophistication of the Community of Interest to which the technique is directed. Probability of success of a particular participatory technique in a given environment should be able to be determined through the development of a probability matrix.

		DEGREE OF SOPHISTICATION OF COMMUNITY OF INTEREST		
		High	Intermediate	Low
PROBABILITY OF SUCCESS	HIGH	Consultation Joint Planning Delegated- Authority	Consultation Joint Planning	Information- Feedback
	LOW	Information Feedback	Information- Feedback Delegated- Authority	Consultation Joint Planning

Table III. Probability Matrix

As indicated in Table III, the Probability Matrix, the degree of sophistication should be able to be determined by examining the Community of Interest with respect to its degree of organization, its geographical location, its strength, its past performances, its inherent resources, etc. By comparing sophistication of group or public with the participatory category utilized, it should be possible to determine the probable success of the EFFORT attempted.

Public Participation Programme EFFECTIVENESS (Output)

Once it has been determined which combination of the programme effort options is to be used with their respective Performance and Process Indicators, it is possible to develop measures of effectiveness. As outlined, EFFECTIVENESS refers to the assessment of the extent to which goals and objectives of the Public Participation Programme have been met. In order to accomplish that analysis, objectives must be clear, specific, and sufficiently concrete that EFFORTS may be related to them. EFFECTIVENESS of the Public Participation Programme ought to be able to be measured by the use of both effectiveness indicators and change indicators.

Effectiveness Indicators

Effectiveness Indicators which facilitate the classification, measurement, and analysis of the degree to which the programme is able to facilitate public involvement, might include measures such as:

- Accessibility

Every individual directly affected has the means of participating. Obviously, if effort has not been made either in choices of adequate means or sufficient resources used to enable the affected public to become involved, there will not be adequate accessibility to the planners by the public.

- Credibility

Planners are consistent in their dealings with the public. If more than one individual is responsible for the programme, then a continuous review is necessary to maintain a completely coherent programme. Obviously,

if the programme does not have credibility with the public, it makes little difference how much effort went into establishing it.

- Comprehensibility

The programme is understood by those whom it affects. Technical jargon should be avoided and instead lay terminology employed. Again, effort could be wasted in establishing a programme in which the public would have difficulty participating in because they lack understanding of the issues and decisions.

- Impartiality

No individual or group is allowed to dominate the participation process. Every affected person has an equal opportunity to participate. Care should be taken that the programme options insure this openness in determining programme efforts.

- Flexibility

The programme is flexible to accommodate the unexpected. This is an important aspect of the public participation programme. When planners invite the public to participate it should be expected that changes may have to be made in programme schedule and effort should be made to accommodate this.

- Accountability

Citizens as well as planners are accountable for their decisions. Again, an important aspect from the point of view of increased costs due to decisions jointly made.

- Integration

The Public Participation Programme is fully integrated with and complementary to the overall planning process. It should not be a token effort tacked on to the responsibility of the planning staff.

- Maximum Contact

Direct contact with the public is maximized through both formal and informal encounters. Obviously, programme EFFORT should reflect this.

- Training and Experience

There is adequate staff, in terms of number, qualifications and training available for the Public Participation Programme. The problems here are self evident if a successful programme is expected.

- Structure

The organization structure of the programme is conducive to its goals and objectives; a key requirement if the programme is to be evaluated.

Using the example of public meetings as a programme option, evaluation of EFFECTIVENESS, based on effectiveness indicators could be as follows:

Programme Options	Type of Programme Effort	Effectiveness Indicators
	Public Meetings	A. Accessibility B. Credibility C. Comprehensibility D. Impartiality E. Flexibility F. Accountability G. Integration H. Maximum Contact I. Training and Experience J. Structure

Table IV. Illustrative Effectiveness Indicators

Change Indicators

In addition to measuring the degree to which the programme is able to facilitate public involvement, it is necessary to measure both the related learning process and changes within the process itself.

Change Indicators which may facilitate this type of programme EFFECTIVENESS, could include the following:

- The frequency of contact of groups and the public with elected representatives, administrators, etc. e.g. The number of meetings, telephone calls, letters, delegations etc.
- Examples of changed quality of situation; in other words, indication that affected, interested citizen involvement has had an effect on the outcome. e.g. Changes in plan design implementation etc.
- Frequency of examples given which indicate changed self-perception. e.g. New leaders in groups, previously inarticulate individuals speaking out etc.
- Frequency of personal initiatives to further self-development. e.g. Attendance of seminar courses, reading of resource material etc.
- Increased skill in communicating and articulating concerns and tackling new issues. e.g. Individual applications of previous learning to new situations, individual's ability to change from critic to constructive participant in seeking alternatives etc.
- Increase in involvement in community activity. e.g. Formation of new groups, new memberships on community committees etc.

- Frequency of travel and contacts outside area of interest. e.g. Individuals acting as resource people to other communities on similar issues, attending conferences, etc.
- Increase in utilization of community resources. e.g. Libraries, community agencies, indigenous expertise etc.
- Indications of constructive interaction. e.g. Joint co-operation with community agencies on issues, umbrella groups, coalitions etc.
- Frequency of individuals accepting personal responsibility for problem resolution. e.g. Memberships on committees, briefs prepared, surveys, petitions, etc.

Using the example of a citizen advisory group as a programme option, evaluation based on change indicators could be as follows: Table V. Illustrative Change Indicators.


Programme Options	Type of Programme Effort	Change Indicators
	Citizen Advisory Group	<ul style="list-style-type: none">A. Frequency of ContactB. Examples of Charges on OutcomeC. Changes in Self PerceptionD. Initiatives in Self DevelopmentE. Communication SkillsF. Outside contactsG. Increased involvementH. Increased use of resourcesI. Constructive interactingJ. Acceptance of personal responsibility.

Table V. Illustrative Change Indicators

Finally, the model includes an analysis of Programme EFFICIENCY.

Public Participation Programme EFFICIENCY

A vital component of any evaluation is an analysis of Programme Efficiency. Unfortunately, this segment of the evaluation is often never undertaken. However, this analysis is necessary in order that lessons can be learned and that in future more effective alternate resources and participatory techniques may be utilized. EFFICIENCY can be considered as a ratio between the performance results of a programme and the performance criteria applied to that programme based on initial objectives and assumptions. This could be expressed in the following chart. Table VI.

Programme Efficiency Chart.

Objective	Performance Assumptions	Performance Criteria	Performance Results
— that citizens opinions and concerns are incorporated into the technical studies which form the basis for recommendations	<div>— that citizens believe the issue to be of enough importance to become involved.</div> <div>— that the technical considerations are comprehensible to the average citizen.</div>	Effort and Effectiveness	Efficiency

Table VI. Programme Efficiency Chart

The essence of Programme EFFICIENCY is highlighted in this question. Could the same or better performance results be achieved by either reducing the amount of Public Participation Programme EFFORT or by choosing other kinds of Public Participation Programme EFFORT which are less costly in achieving the same objective?

THE OUTCOME

In order to further refine and develop Public Participation Programmes, it is becoming increasingly necessary to empirically document and analyze their processes. Evaluation of Public Participation Programmes for Policy Development is necessary and manageable. By means of utilizing the inter-related concepts of EFFORT and EFFECTIVENESS, EFFICIENCY is determined by means of devising a ratio of Public Participation EFFORT to EFFECTIVENESS. The use of these three concepts will result in an inclusive evaluative tool.

Evaluation of Public Participation Programmes through EFFORT, EFFECTIVENESS and EFFICIENCY will greatly enhance the ability of government to utilize the strengths of public involvement for Policy and Programme Development.

Participatory Techniques

Participatory techniques are methods of involving the public in planning process through constructive interaction with planning officials. A continuum of participatory techniques might include distribution of resource material, mass media techniques, statistical methods, telephoning/letters, face-to-face encounters, public meetings, citizens' advisory groups, planning seminars, task forces, community secretariats, and boards with delegated authority.

Performance Indicators

Performance Indicators are descriptive devices which facilitate classification measurement, and analysis of the activities of Programme EFFORT.

Process Indicators

Process Indicators are descriptive devices which facilitate classification, measurement, and analysis of the process involved in Programme EFFORT.

Programme EFFECTIVENESS

This concept refers to the extent to which the goals and objectives of the programme have been achieved.

Programme EFFICIENCY

This concept refers to the relationship between the EFFECTIVENESS and EFFORT, in terms of such costs as money, time, personnel, convenience, and physical facilities.

Programme EFFORT

This concept can be viewed as the type and quantity of activities necessary for the accomplishment of programme goals - regardless of output.

Public Participation Programme

Usually initiated by planners, a public participation programme is a process of interaction amongst planners and the public, and is established for the purpose of involving specific publics in decision-making processes, by a variety of participatory techniques.

GLOSSARY

Change Indicators

Change indicators are descriptive devices which facilitate classification, measurement, and analysis of both the learning processes and the change of human action processes, involved in programme EFFECTIVENESS.

Citizens' Advisory Group

The Citizens' Advisory Group is a group of representative citizens who are either elected by the community or appointed by planning officials to represent local interests by consulting and advising with planners in the planning process.

Community Secretariat

A Community Secretariat is a non-partisan community resource service in which all community groups have equal access to its resources of typing and duplication, central information, planning consultation, volunteer support to groups, leadership development and inter-group liaison.

Effectiveness Indicators

Effectiveness Indicators are descriptive devices which facilitate classification, measurement and analysis of the degree to which the programme is able to facilitate public involvement, and are used in Programme EFFECTIVENESS.

Evaluation

Evaluation is the systematic accumulation of facts for providing information about the achievement of programme requisites and goals relative to efforts, effectiveness and efficiency. The facts of evaluation may be obtained through a variety of relatively systematic techniques, and they are incorporated into some designated system of values for making decisions about social problems.

Indicators

Indicators are descriptive devices derived from social science research which facilitate classification, measurement and analysis of behaviour, results and processes.

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